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ABSTRACT

Designed to improve Massachusetts' children's healthy development and success in school, this plan discusses high quality early care and education programs that are responsive to the needs and preferences of families, and that provide parenting education and family literacy and support. The goal of the plan is to create a coordinated system of high quality care and education for young children that is accessible, affordable, and responsive to families and children. This report is made up of an executive summary and several sections. The executive summary synthesizes the report with regard to recommendations, costs, and implementation. The second section, titled "The Need and the Challenge," discusses long term effects of high quality early childhood education, school readiness, full-day kindergarten, quality components of early childhood programs, and the role of families and the public. The section entitled "Recommendations" elaborates on four recommendations: (1) family education and involvement; (2) affordability and accessibility; (3) quality; and (4) structure, and sets priorities for achieving each one. The "Cost" section explains how cost estimates developed for the report were derived and estimates annual and cumulative costs for preschool and kindergarten program improvements. The section titled "Implementation Plan" suggests a timeline for achieving the recommendations. (Contains 35 references and appendixes). (MOK)

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CHILDREN FIRST:

A PLAN FOR AN EARLY CARE AND EDUCATION SYSTEM FOR MASSACHUSETTS

REPORT OF THE SPECIAL COMMISSION ON EARLY CHILDHOOD

CO-CHAIRS: SENATOR DAVID P. MAGNANI & MARIE H. GALVIN

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DECEMBER, 1995

CHILDREN FIRST:

A Plan for an Early Care and Education System for Massachusetts

Report of the Special Commission on Early Childhood

Co-Chairs:
Senator David P. Magnani
Marie H. Galvin

December, 1995

The Commonwealth of Massachusetts
Special Commission on Early Childhood

Marie Galvin
Co-Chair

Senator David Magnani
Co-Chair

Dear Friend of Young Children,

Children develop their full potential, succeed in school and become integral members of society and creators of a healthy future for our nation when they and their families receive the support they need. This can only happen when each citizen becomes an active stakeholder in the future of each child. Any attempt to strengthen the care and education of young children must recognize not only the needs of each child but the wonderful gifts already inherent in that child and within each family and caring community.

On behalf of the Special Commission on Early Childhood, we are proud to present this report to the legislature. Its title, **Children First**, reflects our belief that while the concerns of children are often cited as the basis for various policy decisions, rarely does our collective action reflect a deep and authentic commitment to the future of each and every child. It is this centrality of the child and well-being of its family as its primary support which has motivated each member of this Commission and the Commission as a whole. The Commission's work, as mandated by the Legislature in Section 70 of the Education Reform Act of 1993, is completed by the submission of this report.

Children First is the product of an exhaustive study of the diverse systems which purport to care for our children. The direct long term benefits of a coordinated system will accrue to all economic and social classes. High quality programs reduce the need for welfare, remedial education and criminal justice systems.

The Goals 2000: Educate America Act put forward as a key principle that all children should begin school ready to learn. This principle recognizes that parents are a child's first and most influential teacher. Families will make better decisions on behalf of their children if adequate resources and accurate information are accessible, and if they are actively engaged, in collaboration with other families, in the planning, evaluation and implementation of their child's early care and education program.

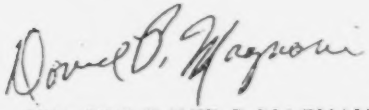
Children First recommends an approach by which each young child in the Commonwealth will benefit from a coordinated early care and education system. The report recommends a plan that offers access to affordable, high quality and developmentally appropriate early care and education programs for each child. This is critical to sustain each child's physical, intellectual and emotional well-being.

The approach herein reflects several emerging principles for effective government; it moves toward consolidation, allows "customers" to become policy makers, moves resources and decision making back to cities and towns within state guidelines for access, affordability and quality, seeks to benefit the broadest possible range of families, fosters preventive early intervention, and makes more effective use of existing resources.

Currently, legislation is being drafted to implement the **key recommendations of this report: A consolidated state and local level structure for the delivery of early care and education through higher quality standards, increased subsidies for working families and greater family support and outreach.**

We ask that you read **Children First**, discuss it with your peers, advise us on prospective legislation and participate and recruit others into the process of building support in the Commonwealth for its central agenda. Please join us in beginning the next millennium by putting **Children First**!

Sincerely,



SENATOR DAVID P. MAGNANI
CO-CHAIR

MARIE H. GALVIN
CO-CHAIR

ACKNOWLEDGMENTS

This has been an extraordinary and ambitious effort. The Special Commission on Early Childhood has asked for and received commitments well beyond the call of duty from a host of individuals and organizations. We would first like to thank those who conceived of the Education Reform Act and included the mandate for this commission: in particular, the Massachusetts Business Alliance for Education and its Chair Jack Rennie and its Executive Director, Paul Reville; former Senate and House Chairs of the Education Committee, Senator Birmingham and Representative Roosevelt, and President Bulger and Speaker Flaherty. We would like to thank Governor Weld for his outstanding appointments to the Commission and for the support of the Massachusetts Department of Education which assisted our work greatly.

Hundreds of individuals and organizations gave of their time, energy and best thinking to the public hearings on the draft report, as did many local public officials and their staff. Representative David Cohen has been a strong advocate for many years as has his staff. Many groups and individuals faithfully attended Commission meetings. The Commissioners themselves have contributed, in an authentic spirit of collaboration, their best thinking and deepest commitments to children.

Finally, the true heroes in this effort are the staff of the Commission, Elisabeth Schaefer, Alice Barton, Sandy Putnam Franklin, and Shelley Gross of Education Commissioner Robert Antonucci's office, and Donald Siriani of Senator Magnani's office. This has been a labor of love for all involved. The children of the Commonwealth will be the beneficiaries.

We are also pleased to feature the drawings throughout the book by children of Shutesbury Elementary School and Leverett Elementary School.

COMMISSION MEMBERS:

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Marie H. Galvin — Head Start Directors Association, Co-Chair
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James Bell — Massachusetts Association of Day Care Agencies
T. Berry Brazelton, M.D. — Harvard Medical Schools and Children's Hospital
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Elaine Fersh — Parents United for Child Care
Patricia Flynn — Parent of child in Head Start
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Janet George — Executive Office of Health and Human Services
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Maryclaire Knight — YMCA's of Massachusetts
David Cohen — Massachusetts House of Representatives
Virginia Melendez — Office For Children
Sandra Rego — Massachusetts Independent Child Care Organization
Piedad Robertson — Executive Office of Education

ADVISORS:

Rosario Alvarez — Framingham Public Schools
Debbie Amaral — MA Association of Day Care Agencies
Doug Baird — Associated Day Care Services
Dee Bertozzi — Medford Public Schools
Martha Bronson — Boston College
Juliette Bromer — Consultant-Early Childhood
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Meg Barden Cline — University of Massachusetts/Amherst
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Karen Talley — MA Association for the Education of Young Children
Linda Warren — Early Childhood Associates
Roy Walker — Administration for Children and Families
Karen Welford — Dept. of Public Health

STAFF: Alice Barton, Shelley Gross, Sandra Putnam Franklin, Elisabeth Schaefer — MA Department of Education

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Executive Summary

This plan is designed to improve the outlook for children's healthy development and success in school through:

- high quality early care and education programs that are responsive to the needs and preferences of families
- parenting education, family literacy and support

The goal of this plan is to create a coordinated system of high quality care and education for young children that is accessible, affordable and responsive to families and children. Achieving high quality across existing public and private programs, creating equitable access to these programs and expanding the array of programs and services currently available will require restructuring. The need is to create a system that will make our goals for children and families possible.

The most recent evaluation of the Perry Preschool Study (which documents the participants' lives at age 27 compared with a control group that did not attend preschool) shows that for every dollar invested in high quality preschool programs, seven dollars are saved in later remedial education services, criminal justice spending and welfare costs (Schweinhart et al, 1993). The long-term economic savings of providing early childhood programs is certainly a convincing argument for investing in accessible, comprehensive early care and education for all families who need it. The compelling argument is that if children have a good foundation upon entering kindergarten and have a positive beginning in kindergarten and the early elementary grades, they can be on their way to a successful school career and a productive adulthood. The lack of a strong foundation may undermine their future efforts.

The Massachusetts Education Reform Act of 1993 challenges the state and communities to develop world class standards for our schools and to support students in

meeting those high standards. Research demonstrates that a child's ability to meet high standards is in part determined by his or her life and experiences prior to entering the formal educational system.

Because the early years of children's lives are so important in setting the stage for future success, the Goals 2000: Educate America Act sets as its first goal that all children in America will start school ready to learn. The objectives are that all children will have access to quality preschool; all parents will be a child's first teachers and will have access to the training and support they need; and all children will arrive at school with healthy minds and bodies. The Massachusetts Education Reform Act of 1993 provided a structure for implementing the first national goal and its objectives by establishing a commission to develop a plan for providing preschool opportunities for all three- and four-year-old children in Massachusetts.

The Special Commission on Early Childhood was charged to "develop a plan to provide pre-kindergarten children ages three and four the opportunity to participate in developmentally appropriate early childhood education programs," and to "explore the feasibility of providing school districts with the option of implementing full-day kindergarten." Members were appointed to the Commission as outlined in the legislation. Representatives of a number of organizations and interests related to early care and education have also taken part in the planning process.

After eighteen months of intensive study and discussion with significant input from the public, a plan has been formulated. The term "early childhood" generally refers to children between birth and age eight. Although the plan developed by the Commission focuses on preschool and kindergarten children, planning must eventually address the whole age range to create a system that supports families with young children.

This system is intended to help families achieve the best for their children and to be partners in a community of support for families. Under this plan, early childhood programs offered through private child care centers, public preschool programs, Head Start and family child care will integrate children from diverse backgrounds and abilities, including children with special needs, in an equitable way.

Over the long term, the Commission would like to see a comprehensive, coordinated, and high-quality system of care and education for children birth through age eight. This report outlines a first step toward this goal by proposing the expansion of programs and services for three, four and five year old children.

A less fragmented and better funded system of early care and education will increase access to quality care and education for families and establish a more

consistent level of quality of early care and education for the children. Bringing together various agencies, organizations and individuals committed to care and education to serve on the Commission has set the stage for increased communication and planning for a future that will secure the benefits of early care and education for children and families.

High quality early care and education can no longer be considered either a luxury or a remedial measure for a small population of children. The dynamics of the work place and the home have changed. Given the growth in the number of single-parent families and two-parent families in which both parents work, along with other powerful economic and social changes, high quality early care and education and family education programs that are available to all are vital. These programs are needed to ensure the healthy development of children and the economic vitality of the Commonwealth.

Recommendations

I. SUPPORT FAMILIES with young children to ensure that all children enter school ready to learn.

The following strategies will promote programs and policies that are responsive to the needs of families and will help ensure that parents and the public are better informed about the importance of early care and education and how to identify quality in programs:

A. *Support the role of families in their children's care and education* by linking together family outreach, education and support programs for 3 and 4 year old children and linking them with programs for younger and older children.

B. *Help the public understand high-quality care and education programs* by developing a public awareness campaign. Such a campaign would educate the public about the value of early childhood learning and help parents make more informed choices about the care and education of their young children.

C. *Improve communication and responsiveness between families and early care and education providers and policy makers* by conducting a series of family forums and by making systematic use of qualitative and formative evaluation to gather information about the changing needs of families and how the early care and education system may more effectively address them.

2. INCREASE AFFORDABILITY AND ACCESSIBILITY of early childhood programs for families.

The following steps should be taken to improve accessibility and affordability of early care and education programs:

A. *Expand opportunities for 3 and 4 year olds* by supporting the cost of early care and education through a sliding fee scale to be used by private programs, public school and Head Start programs. Families making up to 150% of the state median income would receive assistance from this plan (150% of state median income is approximately $66,550). Families at all income levels would be encouraged to take advantage of existing tax credits for child care and would all benefit from enhanced quality, resource and referral services, and the family outreach and involvement activities proposed in this plan.

B. *Increase the feasibility of offering full-school-day kindergarten* by supporting a grant program. Grants would provide up to $18,000 per classroom that operates for the full school day. This assistance would be available to ensure high quality programs in all of the existing full-day classrooms in public schools and, over the implementation period, provide funding for up to one quarter of half-day programs in public schools to expand to a full day and for quality enhancement in some private kindergarten programs.

C. *Strengthen the system of early care and education resource and referral* to ensure that parents will be more aware of the options available to them and make more informed choices about early care and education programs in their area.

D. *Integrate information on early childhood programs and services for system management and for families* by developing a single data management system for early childhood programs. This system would support the resource and referral agencies and similar activities at the community level. This centralized unit would operate an 800 number for parents to call for information on early care and education.

3. Promote a consistent level of HIGH QUALITY PROGRAMS for young children in a variety of early care and education settings.

To ensure quality in early childhood programs across settings, the following strategies are recommended:

A. *Promote professional development of the early childhood practitioner* by coordinating professional development projects across agencies administering early childhood programs, developing multilevel certification systems for

early childhood professionals and providing better opportunities for professional development.

B. *Compensate early childhood practitioners with adequate wages and benefits to support themselves and their families.* Guidelines for compensation would be developed.

C. *Ensure that a basic level of quality program standards is followed* by developing unified state standards applying to all early childhood programs. Unified standards would help ensure that environments and curriculum for young children are developmentally appropriate, safe and stimulating. In addition, incentives for programs to attain more specialized or higher levels of quality (such as through accreditation) would be provided.

4. DEVELOP A MECHANISM TO EXPAND EARLY CHILDHOOD CARE AND EDUCATION PROGRAMS at the local and state levels.

A. *Integrate early care and education programs at the community level* through a process of community planning and collaboration to provide comprehensive, high quality early childhood programs through the various programs available in the community. Existing Head Start, public school, private child care and family child care would all be encouraged to collaborate to develop a family-friendly system in their communities.

B. *Integrate early care and education at the state level* by moving toward the unification of disparate programs in different state agencies. A Board of Early Care and Education, a body overlapping the Board of Education, would administer the program along with an early childhood advisory council. Closer collaboration with other agencies administering early childhood programs is recommended, along with a gradual integration of many programs. (See Appendix E for more information on current funding and administering agencies for early childhood programs.)

Cost

For preschool programs, estimated costs are based on assistance for families with preschool aged children in four income groups, up to 150% of the state median income. Other assumptions are that the current (1995) level of state and federal funding for early care and education is held constant, that there will be implementation of a single sliding fee scale across programs, that there will be a mix of full-day and half-day programs used. Costs were based on per child costs of $8,000 per child for a full-day, full-year program and $4,000 for a half-day program (see Appendices C and F for more information). Estimates do not include the calculation of how many families have more than one child in the preschool age group.

This plan provides options for funding based on a priority of serving children at the lower income levels first and then extending assistance to families at higher income levels. In addition, funding is recommended for a grant program to increase the number and quality of full-school-day kindergarten programs. Costs for state level coordination (5%) and the planning and development (5%) of the data management, resource and referral components of the plan and for ensuring quality are factored into the estimates for preschool. To summarize:

	Preschool:*	Kindergarten:	Total*
Year 1 (97)	$ 29,158,000	$ 4,059,000	$ 33,217,000
Year 2 (98)	$ 58,316,000	$ 8,118,000	$ 66,434,000
Year 3 (99)	$ 87,474,000	$12,177,000	$ 99,651,000
Year 4 (00)	$116,632,000	$16,236,000	$132,868,000
Year 5 (01)	$145,790,000	$20,295,000	$166,085,000
Year 6 (02)	$174,948,000	$24,354,000	$199,302,000

*Based on FY 95 funds; may be reduced by $10 million when using FY 96 as the base year.

implementation

Implementation of these recommendations will require substantial change at the state and local level, increased consumer awareness about early care and education and substantial financial investment. Some recommendations will be easier to implement than others. For these reasons, the Commission recommends an implementation plan that sets goals over a period of six years. This plan would include the expansion of programs for three and four year olds and expansion of and coordination with programs for families with children birth to three and with kindergarten and early elementary school and after-school programs.

- ***Establish the Board of Early Care and Education, the interagency advisory council, and appoint the Administrator of Early Care and Education.*** Technical assistance and planning grants that allow formation of councils, hiring of a coordinator and conducting of a needs assessment would be provided. The Board would develop the Request for Proposals stating the elements that must be in the community plans. (Timeline: Year 1)
- ***Initiate and implement the data management system through the resource and referral agencies and through the centralized data management unit.*** (Timeline: start in Year 1, fully implement by end of Year 3)

- ***In response to planning grants, communities convene councils and hire coordinators and then respond to the RFP for community plans.*** (Timeline: Start in Year 1; fully implemented statewide by end of Year 6)
- ***Establish a coordinated system of licensing, certification and accreditation.*** (Timeline: licensing: Years 1 – 3; certification: Years 1 – 6; unified state standards and accreditation (Years 1 – 6)
- ***Establish a uniform, statewide kindergarten entry age — children must be 5 years old on or before September 1.*** (Timeline: Phased in, Years 1 – 5)
- ***Implement a grant program to expand the number and quality of full-school-day kindergarten programs*** (Timeline: begin in Year 1, increasing by one-fifth in each of five years)
- ***Examine existing programs for family outreach and support; review program design and evaluation results and develop strategies and costs for implementing a system of family outreach and education for families of children birth to five.*** (Timeline: Year 1)
- ***Develop a plan for increasing communication and interactions between state and local programs and families*** (Timeline: Year 1 – 6)
- ***Develop a plan for gradual integration of existing early childhood funds/programs into this program.*** There should be a target date or schedule should be set for reassignment of funds from existing early care and education programs. (Timeline: Years 1 – 6)

THE NEED AND THE CHALLENGE

Children's preschool and kindergarten years are a time of rapid growth in areas of cognitive, language, physical, social and emotional development. Language development, in particular, is critical during the preschool years and numerous studies have shown the positive effects of interventions in children's language development, problem solving abilities and an array of cognitive skills (McCartney, 1984). The preschool years are also marked by the child's drive towards independence, the development of self-esteem, increased social awareness and peer interactions. Healthy development in these areas is essential to later academic success and social functioning.

Today's young children face multiple obstacles to achieving optimal development, making the call for early care and education more urgent. Nationally, the number of families with young children living in poverty is rising. In Massachusetts, 15% of the young children live in families with income below the federal poverty line and over 28% live in families at or below 200% of the poverty line, still considered to be low income (1990 U.S. Census data). In comparison, 20% of young children nationally live below the poverty line. Many of these children will be at risk for future school failure, delinquency, and later welfare dependency as adults. However, the need for access to affordable, high-quality early care and education is not limited to families in poverty (Fuller & Liang, 1993). Children from families of above average income have greater access to preschool programs than children from working, middle-income families.

Increasingly it takes two incomes to support a family. Many parents now work full time outside the home and also manage a household and care for children. Due to economics and social change, the role of homemaker has gradually given way to full time workers struggling to perform the same tasks with much less time. Although the conditions for nurturing children have changed, children have not changed and they still need time, love and attention in order to grow and develop.

Quality early care and education is a necessary component of stability and well-being for children and working parents. In 1990, over 51% of children under 6 nationwide lived with a mother who worked outside of the home (Hernandez, 1994). As this number continues to rise with more women entering the work force, the demand for child care will increase. Parents themselves need to be supported in their parenting role.

High cost, lack of information and segregation by socioeconomic class or ability are all barriers in the current system. Despite a commitment to funding for early education and care in Massachusetts, the present fragmented system fails to meet the needs of all families and children effectively. The system is not easily accessible or understandable even for families who are well educated and who pay tuition for early care and education. Currently, six separate state agencies oversee the array of available early care and education and family support and education programs — the Executive Office of Health and Human Services, Department of Social Services, Department of Transitional Assistance, Department of Public Health, the Office for Children and the Department of Education. Programs that are fully or almost fully supported by parent tuition make up the bulk of early care and education programs. Still, many children who would benefit from early care and education do not have access to affordable, high quality early childhood programs; many parents do not know how to assess the quality of programs; and the system as it exists is not easily understandable even for professionals who work in the field. A stronger and more cohesive structure for the early care and education system is necessary to meet the needs of families as well as the educational needs of all young children.

Long term effects: High quality early childhood education and care has been shown to be an effective preventive measure against future failure for children in poverty. Children from low socioeconomic backgrounds who participate in preschool programs show increased high school graduation rates, fewer special education placements, lower crime rates and higher levels of employment and economic productivity as adults than those in a control group who did not participate in preschool (Schweinhart, 1993; Cotton & Conklin, 1989). However, children who are poor participate in preschool programs at significantly lower rates than their peers from high-income families. Estimates of participation rates by three and four year olds living in poverty range from 48% to 58% in Massachusetts, compared to 79% for children from higher-income families (Legislative Children's Caucus, 1992; U.S. GAO, 1993). (Nationally, 35% of children in poverty and 60% in the highest income group participate in preschool programs.)

The most recent evaluation of the Perry Preschool Study (which documents the participants' lives at age 27 compared with a control group that did not attend preschool) shows that for every dollar invested in a high quality preschool program, seven dollars are saved in later remedial education services, criminal justice spending and welfare costs (Schweinhart et al, 1993). **The long-term economic savings of providing early childhood programs is one convincing argument for providing accessible, comprehensive early care and education for all families who need it.**

The long term effects of early education programs extend into adulthood, reflected in lifestyle and employment. Longitudinal studies of preschool have shown that high quality preschool programs can cut the crime rate in half for men, prepare more women to enter the work force, and lead to more stable relationships and two-parent families. Only 12% of men who had participated in preschool in the Perry Preschool Study had a crime record compared to 49% of men who had no preschool experience. Eighty-four percent of the girls who had attended the preschool program graduated from high school compared to 35% of girls who had not attended any preschool program. Coupled with school success are more positive attitudes and higher levels of motivation towards school among adolescents who attended preschool as well as increased emotional maturity and ability to develop positive social relationships. Some of those who attended preschool who are now parents report that their own children are doing better than expected in school (Schweinhart et al, 1993).

Readiness: What are the shorter-term effects of high quality early childhood education programs? Preparation for entry into kindergarten and school readiness are among the immediate effects of infant-toddler and preschool programs (Schweinhart et al., 1993; McKey, 1985; Cotton & Conklin, 1989). Gains in overall physical health and nutrition for children enrolled in Head Start programs have also been shown to contribute to school readiness (McKey, 1985). The impact of early success and physical well-being on young children's transition to kindergarten has long-term potential (Slavin, Kareweit, Wasik, 1993). High quality early intervention and preschool programs can reduce the number of special education placements and services for children during the elementary years, saving taxpayers dollars that would otherwise be spent on special education programs.

Studies of children who attend infant and toddler programs followed by preschool show significant increases in cognitive skills, IQ scores, increased school readiness and a decrease in behaviors that lead children to be placed in special education (Campbell & Ramey, 1994; Slavin, 1994). For children with disabilities and devel-

opmental delays, the immediate effects of early intervention are even more significant, with marked improvements in cognitive abilities as well as in physical development (Casto, et al., 1986, McKey 1985).

Full-day Kindergarten: Full-day, every day kindergarten is gaining popularity in a changing society where a developmentally appropriate full-day kindergarten program can meet both the needs of children and the needs of working families. Gullo (1990) argues that full-day kindergarten not only responds to social and economic needs, but to an educational need as well. Changing family demographics, as evidenced by more women in the work force, more two parent families in which both parents work, and more children living in single parent homes, support full-day kindergarten programs that, at a minimum, match the hours of the elementary school day. With many children arriving in kindergarten classrooms having had many hours per day of preschool programming, full-day kindergarten schedules follow an established pattern of attendance. Full-day kindergarten can also reduce the number of transitions many kindergarten children who are in half-day programs experience during the course of a day. A full-day kindergarten teacher has the needed time to individualize the curriculum and to accommodate the individual differences of the children.

Quality: High quality learning environments can enhance children's development and improve interactions and connections among children, families, and communities (Bronfenbrenner, 1979). Research conclusively indicates that **the benefits gained from early education programs are *only* produced in high quality programs, with trained, professional staff and that meet the standards of developmentally appropriate practice** (Cost, Quality and Outcomes, 1995; Vandell, 1988; Bredekamp, 1987). Programs that focus on the whole child through interactive, hands-on learning provide children with the opportunities for developing the language and problem solving skills that are prerequisites for school success.

High quality programs depend upon adequate compensation and professional development for teachers and caregivers of young children. Child care practitioners rarely receive adequate wages to support themselves and their families and few child care workers receive fringe benefits (National Child Care Staffing Study, 1989). Early childhood practitioners should be acknowledged for the valuable work they perform and public awareness should be raised as to how the expertise of early care and education staff is linked to quality experiences for children and to future benefits to society. Even though almost all staff in early childhood programs are women and therefore generally earn less than men with comparable education,

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child care workers earn less than women with comparable education in other woman-dominated fields (Cost, Quality and Child Outcome Study, 1995). This means that the apparent cost of early care and education does not reflect the full cost and the resulting low salaries contribute to talented people leaving the field or not entering it in the first place. High turnover of staff lowers the quality of care for children.

Parental involvement is crucial to effective and high quality early childhood programs. Early education programs can address the emotional and social needs of children and families through frequent home visits, or regular parent-teacher conferences (Kagan, 1993; Schweinhart, 1993). Partnerships between parents and providers to provide family education can help parents to gain essential parenting skills. Family-centered early childhood programs can offer direct intervention for the child while connecting the whole family to a community with the possibility of extended support services and social networks (Swick, 1993).

The role of families and the public: A parent's aspirations, affection, discipline style, verbal interactions, and time spent playing and reading together contribute to a child's success in school more than the school's structure or quality (Coleman et al, 1966; Elardo, Bradley, and Caldwell, 1975; Eastman, 1988). Research has shown that a parent's participation in his or her child's schooling can enhance the child's self-esteem, improve academic achievement, and improve familial relationships (ERIC Digest, 1994). Changes in American family life have put extraordinary pressures on all families that can interfere with their ability to nurture and care for children (Council of Chief State School Officers, 1988).

Education of the public is needed to support public investment in early childhood programs. The Cost, Quality and Child Outcomes Study (1995) suggested that the combination of consumers' inadequate knowledge about quality and the tendency of government agencies to purchase services at the same rate regardless of quality tends to minimize the incentive for some programs to improve quality.

"Quality" may be interpreted somewhat differently by professionals in the early childhood field from the way it is viewed by parents. Professionals rely on structural, observable indicators of quality (training of staff, staff/child ratios, etc.). Parents are more concerned about the characteristics of the specific teacher and physical setting of the program they are considering (Lerner, 1994). This difference in perception between professionals and parents underlines the need for an early care and education system that offers choices of a variety of programs that are all

of high "structural" quality. The lack of consistent quality affects children across all income levels. While high quality contributes to development, poor quality programs may be detrimental to young children's emotional and intellectual development (Cost, Quality & Child Outcomes Study, 1995). Parents need greater awareness of the characteristics of high quality early care and education and its potential benefits for children so that they may make informed choices and provide an incentive for programs to improve.

RECOMMENDATIONS

In the following section, recommendations are outlined in larger bold type; steps to achieve each recommendation are in bold italics.

Recommendation 1: Support families with young children to ensure that all children enter school ready to learn

The early childhood years are vital ones for parents as well as children because it is the time when adults grow into their role as parents. Parents need support in this role. Although the healthy functioning of the family is a key element in children's future success, we receive little education on how to parent and often lack the large extended families that provided support in the recent past. Early childhood programs should have as one of their goals family support and education programs to help parents with this difficult task. Programs should provide resources to help adults improve their skills and knowledge of child development and parenting. Programs should also be encouraged to provide educational opportunities to parents to support their literacy, since the educational level of the parents is a key indicator for a child's future success in school. Suggestions for implementation are:

A. Support the role of families in their child's care and education by linking together family outreach, education and support programs for 3 and 4 year old children and linking them with programs for younger and older children.

- Assess the progress, costs and outcomes of existing initiatives designed to support families with children three to five. Develop a budget to support the plans created by local communities, taking into account existing local, state and federal resources.
- Design a program to support families in the care and education of their children that builds on existing programs and services. The program would

involve the community councils in assessing existing services to support families with young children and in developing plans for any additional services.

B. Develop a public awareness campaign to help the public identify high quality care and education programs.

Recent research demonstrates that families have a difficult time distinguishing quality in early childhood programs (Cost, Quality and Child Outcomes, 1995). This is not surprising given the changing role of early childhood programs in family life. Engaging parents in identifying quality will help them to feel comfortable in taking part in planning and evaluating their child's program, which in turn will lead to improved program quality. In addition to enhancing the existing resource and referral system, the following is recommended:

- Develop active strategies for publicizing the value and characteristics of high-quality early childhood care and education and related topics.

C. Improve communication and responsiveness between families and early care and education providers and policy makers.

In order to establish a system that is "family friendly," strategies for increasing communication between local and state levels are needed.

- A series of family forums conducted periodically would gather information about the changing needs of families for early care and education and family support services.
- Additional ongoing mechanisms for interaction and feedback between program administrators and families at the state and local levels could include surveys, forums and a systematic use of qualitative and formative evaluation.

Recommendation 2: Increase affordability and accessibility of early childhood programs for families

A. Increase access to programs for three and four year old children.

The legislation that established the Special Commission on Early Childhood stated it was to,

> "develop a plan to provide pre-kindergarten children ages three to four the opportunity to participate in a developmentally appropriate early childhood education program....The minimum goal of said plan shall be

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> to provide such opportunity to every child who satisfies the state eligibility standard at no cost to the child's family. The commission shall also consider in its deliberations (i) methods of providing every child access to such opportunities and the feasibility and advisability of charging the families of 'non-low income' children a reasonable tuition for enrollment in a program, provided, however sliding scale or other income based considerations shall be incorporated in any tuition available plan...." (See Appendix A).

The Commission recommends that in order to support access to early childhood programs for 3 and 4 year olds, the Commonwealth should, to the extent possible, provide financial support with the assistance of a sliding fee scale for preschool children whose families' incomes are up to 150% of the State Median Income. The Massachusetts Subsidized Child Care-Sliding Fee Scale was used and extended for families over 75% of the State Median Income to estimate sliding fee scale revenues. (See Appendix B for MA Subsidized Child Care Sliding Fee Scale and an extension to 125% of State Median Income.)

Four priorities based on income levels are outlined below. Each builds on the previous one to improve access to early care and education for families in progressively higher income levels. A progressive sliding fee scale coupled with a state subsidy would enable more families to benefit from early care and education. The following proposals are based on an estimated number of 3 and 4 year olds (175,378) in FY '96. Costs and numbers are outlined further in the Cost section. Estimates assume that current funding for existing early care and education programs remains stable. Additional costs are estimated at the rate of $8000 per child for a high-quality, comprehensive preschool full working day program and $4000 for a half day program. These numbers are based on the estimated full cost of such a program, not on current rates. The programs could be located in existing and new private centers, family child care, public schools and Head Start.

A sliding fee scale fee will enable all programs to set equitable fees for families of three and four year old children and to integrate children of varying economic status. The sliding fee scale was incorporated into the cost of this plan to offset the cost to the state and to assume a cost-sharing-based commitment to the program. Families may also benefit from indirect subsidies through federal tax policies.

The plan for preschool was formulated by using a combination of existing research and knowledge of existing and pending welfare reform. Hofferth and

Phillips (1987) anticipated that by 1995 two-thirds of the nation's preschoolers will have mothers who are employed. This statistic guided the development of the proposals for families earning more than 50% of the State Median Income. For families earning below 50% of the State Median Income, 100% participation was assumed.

Estimates of participation rates were based, in part, on the National Child Care Survey, 1990: 1) of the preschool children with mothers in the work force 26% would need full-day, full-year center-based care; 19% would need full-day, full-year family child care; and 2) of the preschool children with mothers not in the work force, 30% would need half-day center-based care. (See methodological information in Appendix C for rationale for these estimates.)

State Median Income (SMI) is based on the 1990 census: 50% of SMI = $22,184; 100% of SMI = $44,366; 125% of SMI = $55,458; 150% of SMI = $66,550)

Priority 1: Additional funds ($68,856,522) would ensure that 92% of three and four year olds whose families' incomes are up to 50% of the State Median Income have access to preschool programs (23% of all 3 and 4 year olds — 39,665). The estimated number of children served through existing funding for preschool-age programs has been factored into the cost for this group.

Priority 2: (builds on Priority 1): Additional funds ($82,601,123) would ensure that 40% of three and four years olds whose families' incomes are from 50 to 100% of the State Median Income have access to preschool programs (and additional 10% of the total number of 3 and 4 year olds — 23,460).

Priority 3: (builds on Priorities 1 and 2): Additional funds ($14,194,580) would ensure that 40% of three and four years olds whose families' incomes are from 100 to 125% of the State Median Income have access to preschool programs (6% of all 3 and 4 year olds — 9,973).

Priority 4: (builds on Priorities 1, 2 and 3): Additional funds ($9,296,588) would ensure that 40% of the three and four year olds whose families' income are from 125% to 150% of State Median Income have access to preschool programs (4% of all 3 and 4 year olds — 6,532).

State-level Coordination, Planning and Development of Resource and Referral System and Technical Assistance:

Funding estimates above for each priority include a) 5% for program coordination; and b) 5% for program planning and development, and technical assistance. These funds would build on existing funds already in the system for the administration of early childhood programs by state agencies. They would be used to support:

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- the development of a centralized system of data collection and reporting
- an expanded resource and referral system that includes both child care and education programs and various other family services
- the coordination of this new program, developing RFPs, reviewing community plans

The funds for planning, development and technical assistance would be used to monitor and improve program quality statewide. They would be used to supplement existing funding and could be used to support:

- training on collaboration for community councils
- incentives for early care and education programs to achieve accreditation
- development of statewide professional development system
- evaluation of the new program in making accessible early childhood programs to all three and four year old children
- evaluation of progress in implementing full-school-day kindergarten programs
- ongoing technical assistance to communities and program staff

The achievement of universal access to preschool programs will be monitored through the data management system of the resource and referral agencies and the centralized data management unit, participation of resource and referral agency staff on community councils, the data provided in community needs assessments and proposals and through intermittent reports on contracts.

B: Increase the feasibility of offering full-school-day kindergarten

The legislation charged the Commission to "...explore the feasibility of providing school districts with the option of implementing a full-day kindergarten ...." It is feasible to provide full-day kindergarten programs in the Commonwealth and many schools and private providers are currently offering full-school-day programs. However, each community needs to do a careful assessment before deciding to provide full-school-day kindergarten. "Full-day" kindergarten in this section refers to full *school* day. Families with children in kindergarten still have a need for care for the full-working day. This need is only partially addressed by this plan.

- The Department of Education should develop annual reports on the status of full-day kindergarten programs in the public schools. This report would

outline the problems communities are facing, numbers of children per session, and the staffing patterns in kindergarten classrooms.

- The Department of Education should begin an ongoing grant program to support high quality, developmentally appropriate full-school-day kindergartens.

In 1994-95 there were 69,925 children in kindergarten. About 27% of the kindergarten population attended public full-day kindergarten. The number of children in full-day kindergarten includes those in programs for more than five hours per day. The number of school districts with full-school-day kindergarten programs either district-wide or school-wide is about 67, not counting those who appear to be only serving children with special needs through double sessions or a resource room program.

In FY 94, $177 million was spent on both half-day and full-day kindergarten. The state's share represents 35% of the total cost or $62 million. The Department of Education estimates that the state and local cost of implementing full-school-day kindergarten statewide would be an additional $61 million. (This estimate does not factor in potential school building costs.)

For a community to decide on the feasibility of full-school-day kindergarten for their particular community, they would need to consider:

1) **The needs of children in the community:** How are kindergarten children currently being served in the community, i.e., numbers of children in half-day and full-day public school and private kindergarten programs?

2) **The cost of the program and funding** for a plan to serve kindergarten-aged children that has community and school committee support. The decision to offer full-school-day kindergarten will have implications for private providers of full-day kindergarten, families, and local taxpayers. (Private providers have met the needs of children and families for several years and their contributions, including wrap-around services, need to be taken into consideration.)

3) **Building community support** for the plan: How can the community build a broad base of public support for full-school-day kindergarten?

An ongoing, optional grant program would encourage the development of full-day kindergarten programs by making available quality enhancement monies for public and private full-school-day kindergartens. The goal is to assist in the development of full-school-day kindergarten programs and increase quality in

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all existing full-day kindergarten classrooms. Grants of up to $18,000 per classroom would enable programs to extend the length of the school day, provide an aide, provide additional developmentally appropriate materials, offer in-service training, and/or lower class size. The cost of this grant program would be $24,354,000 for an additional 1350 classrooms to offer a full day and to enhance quality in new and existing full-day classrooms. Communities that included full-school-day kindergarten in their community plans (see Recommendation 4A) would have priority for grants. (See Cost section and Appendix C for additional information.)

C. Strengthen the system of early care and education resource and referral

Early Care and Education Resource and Referral: A system of early care and education resource and referral is critical to the operation of an integrated, comprehensive system of care and education. The system will not be restricted to preschool-age children because they are part of a larger continuum. In order to implement this critical role currently existing Child Care Resource and Referral Agencies will need to be strengthened in the following ways:

- implementation of a uniform data collection system, with common definitions and the same data collected on a similar schedule
- elimination of competing interest that occurs when a resource and referral agency has the role of referring families to programs and also operates its own programs for young children
- formally recognize privately-funded functions and require development of private funding

Building on current activities of the Child Care Resource and Referral agencies, the roles of the Resource and Referral Agencies in the proposed system include:

- collaboration with community councils on the development and implementation of community plans
- provide parent information and referral to Head Start, private centers, public schools and family day care, family education and support programs
- educate parents about quality in early care and education programs
- collect and analyze data and disseminate information. This would be interactive with the centralized data management function (below).

- participate in implementation of the professional development system
- training and technical assistance to families and providers that address financial, geographic and linguistic barriers to training
- provide technical assistance and information to community councils
- manage subsidies
- serve as a resource for information about training and professional development opportunities for providers and families
- expand family outreach and involvement and assist families in making the best use of the resources available to them

D. Integrate information for system management and for families.

In order to connect the network of early care and education resource and referral agencies to the state agencies and to assist those agencies and community programs to be more responsive to family needs, *a centralized data management unit is recommended.* Currently data on children and programs are collected in several state agencies and by the thirteen Child Care Resource and Referral Agencies. This data is collected at different times and is aggregated in different ways, making it very difficult to get a picture of what is available and who is being served in what program. A structure for information about programs and services at the state level needs to be developed. The functions of this entity would be to:

- develop a centralized data bank, including a centralized training data bank
- collect and synthesize data on what programs and services are currently available (including child care centers, family child care, Head Start and public school programs, and family literacy and support programs). This function would have an interactive and reciprocal relationship with the resource and referral agencies
- identify gaps in resources and support the development of additional resources
- provide information to resource and referral agencies and community councils on services available in communities
- publicize a statewide 800 telephone number to facilitate parental access to services for young children. (People may be referred to a resource and referral agency in their area, or may be assisted directly.)

- aggregate and analyze data
- research and analyze information and publish information
- disseminate innovations

This unit would be part of the state administering agency for early care and education, although some functions could be contracted out by that agency.

Recommendation 3: Promote a consistent level of high quality programs for young children in a variety of early care and education settings.

Quality in early childhood programs is essential to children's development and requires action to improve programs and increase family involvement and support. Steps taken to ensure developmentally appropriate programs for children must address linguistic and cultural differences and a wide range of special needs. The following steps will develop a high-quality system of early care and education that is responsive to the needs of children and families:

A. Promote the professional development of the early childhood practitioner under the new structure for early care and education

- Create or designate a representative planning and policy-making body with parent participation to coordinate and administer a comprehensive professional development system, to establish criteria and standards, and to develop and link public and private resources.
- Create a certification system that links personnel certification systems across agencies to ensure entry level training/experience that meets minimum standards, certifies practitioners, and constructs a professional career ladder of education and experience levels that builds on current certifications, such as the Child Development Associate (CDA) credential.
- Create a coordinated and sequential training curriculum framework with a common core of knowledge and competencies that practitioners must possess as they enter or progress on the career ladder.
- Create a registry of trainers and training that will increase the quality of existing trainers and increase the number of available trainers with a long term goal of certifying trainers. (See Appendix D for illustration.)
- Create a computerized central training database that can be used at the community level, links practitioner needs and qualification for certification

with training, provides scholarship information and career counseling resources. (This database would be part of data management system described in Recommendation #2.)

- Create a mechanism for gaining recognition of informal and formal training that leads to acceptance of this training by institutions of higher education.
- Improve access to and increase opportunities for training that addresses financial, geographic, and linguistic needs and ensure that communities identify such needs.

B. Compensate early childhood practitioners with adequate wages and fringe benefits to support themselves and their families.

- Develop a standard range of compensation as a guideline for all programs according to role, job performance, length of service, and level of education in early childhood that rewards experience, knowledge, and skills; supports continuing education; reduces staff turnover; and more adequately reflects the cost of quality.
- Acknowledge that basic health insurance, sick and vacation leave are important elements of a benefit package.

C. Ensure that a basic level of quality program standards is maintained

Currently in Massachusetts, programs run by different agencies (public schools, Head Start and private child care) follow different standards. The principal existing standards — Office for Children Regulations, Chapter 188 Preschool Standards, and Head Start Performance Standards — are compatible in many areas. Some programs fall under much looser standards because of gaps in state regulations. Quality would be more consistent across the state if *all* programs serving preschool-aged children were required to meet state standards and if the existing standards could be made more consistent.

- Develop a unified system of licensing and standards for all public and private programs, building on existing standards and accreditation standards of the National Academy of Early Childhood Programs. These standards would ensure that environments and curriculum for young children are developmentally appropriate, safe, inviting, stimulating, and inclusive of children with special needs and children whose first language is not English and who are bilingual, and ensure that environments are conducive to parental participation, make parents feel welcome, and encourage parents to

set goals for the program and their families. Accreditation of family child care providers would be considered based on the latest research. Access to family outreach and education would be a basic quality requirement.

- Provide assistance to programs to achieve more specialized or higher levels of quality in early care and education, such as accreditation, and promote creative mechanisms such as mentoring and public/private partnerships to support programs interested in achieving higher quality.

Recommendation 4: Develop a mechanism to expand early childhood care and education programs and to move toward a collaborative system of those programs at the local and state levels.

The Quality 2000 task force working on the national "readiness" goal to identify policies and structures needed to implement this goal identified the following as essential functions of an early care and education system: 1) collaborative planning and cross-system linkages; 2) consumer and public engagement; 3) quality assurance; 4) professional and work force development; and 5) financing (Kagan et al, 1993). The state and local structures described below reflect these key functions.

A. Integrate early care and education programs at the community level

Communities would be responsible for developing a comprehensive plan for early care and education in their area through collaboration among existing providers, parents and community members on an early childhood community council. Existing preschool programs in Head Start, public schools, private child care centers and family child care, and the additional components of those programs (such as integrated therapies, family education, nutritional programs) and family education and literacy programs would be expanded and enhanced. The characteristics of the population in terms of income, cultural and linguistic composition and range of special needs would be outlined. This plan would outline existing programs and services, the children and families served, the funding for these programs, the unmet needs, plans for outreach to underserved populations and priorities for building and expanding the present programs and services. Early childhood community councils would also assist school districts in planning for developmentally-appropriate, full-school-day kindergarten programs.

When communities work together to develop their vision and programs for young children and families, they can reduce both fragmentation and duplica-

tion of efforts and produce a more efficient system that is accessible and responsive to families. When collaboration takes place at the local level, participants become invested in making a project work because its success concerns the future of their own community. Participating in a collaborative effort increases understanding that families, schools and other agencies and organizations in the community all play a role in ensuring that children have access to high-quality, early childhood experiences.

Definition of Community: The geographic definition of community most often would be a municipality. Some communities would be encouraged to join together to become a community planning group since by doing so they could build a stronger collaboration and take advantage of resources available across several communities. Large cities might constitute several communities.

Definition of Collaboration: Collaboration goes beyond cooperation. It requires that, instead of focusing on individual agendas, partners work together to establish a vision and common goals and to agree to use their resources to jointly plan and implement activities to achieve them. Collaboration is a process that evolves over time and requires work, respect and commitment on the part of all participants. The process begins with sharing information to gain understanding among partners to start building the mutual trust that makes collaboration possible. Since collaboration is a central element in developing comprehensive systems of early care and education for children and families, the Commission recommends that collaboration be a priority and integrated into goals and activities at both the state and local levels. This foundation of collaboration is supported by a growing field of literature on the subject (Clark, 1991; Dryfoos, 1993; Curry, 1991; Sachs and Baird, 1992; Swan and Morgan, 1992; Kagan, 1993; Melaville and Blank, 1993).

Definition of Early Childhood Community Councils: childhood community councils that reflect the community would be created. Council membership should be representative of the diversity in the community. Members should only represent one interest (i.e., could not fill a position as a parent and as a provider). Membership should include:

- at least 51% of the members be non-providers of early childhood programs, particularly parents who are using early care and education services. (For this purpose, immediate family members of providers and cannot be considered non-providers.) Parent members should be representative of the diverse needs families have for care and education. The definition of "parent" would include legal guardians and other primary caretakers who are considered as family members. Other non-provider members could include:

- business and local employers
- the public library, local government and concerned citizens
- Regional Employment Boards

- up to 49% of the remaining members could be drawn from the provider/service community. Possible members could include:
  - providers of early childhood programs, private child care, Head Start, public schools, Early Intervention, and family child care
  - representation of providers/consumers of programs for children birth to eight years old
  - resource and referral agencies
  - social and health services agencies

Members would have a three-year revolving tenure on the council. The following outlines the proposed method of selecting members for the council. In any such process there is anxiety and fear about political interference at the local level. In order to address and minimize these fears, the state agency charged with developing the Request for Proposals will provide criteria for member selection to the council. Criteria will include participation by relevant service providers and by family members, guided by the criteria listed above. Family members interested in participating as members may contact the chief executive office of the municipality directly. Providers will be encouraged to meet together and collaborate on creating a list of nominees to be forwarded to the chief executive office of the municipality. In the case of a city, this person would be the mayor; in a town, this would be the Board of Selectmen. This office will receive the list of nominees and make appointments from the lists provided. In cases of joint proposals from several communities, their proposal must address variations in the selections process, designate and describe the role of the chief executive office, the involved school committees/ superintendents, and other agencies or organizations that may be included from each participating community. The Request for Proposals may set specific qualifications or criteria for nomination and/or appointment of council members.

Community councils would be provided with resources that will allow them to hire staff and could receive technical assistance on issues such as: data collection, community resources, and collaboration. Councils would be responsible for:

- advocating for children and families in the community, and building a sense of community

- developing a plan for services in response to state request for community plans that outlines the requirements of the program. The plan will incorporate information on existing community services, the need for additional services, proposed plans for providing those services and who would provide the services. The plan would address needs for half-day and full working day programs; families' and children's needs for social, health and nutritional services; and needs for family education. (The needs assessment should consider children from birth to eight, but plan should target 3 and 4 year olds, and would budget only for those children.) The plan would be on a 3-year cycle, with yearly modifications in accordance with ongoing evaluation and subject to appropriation.
- working with agencies and individuals on implementing community plans
- assisting programs in the community to meet state and accreditation standards and in evaluation procedures, if requested
- evaluating whether plans are meeting community needs / identification of additional needs in the area of quality, etc.
- evaluating the progress and degree of their collaboration (conflict resolution skills, the extent to which agreed-upon goals are being met) on an ongoing basis
- assisting new providers in learning about and becoming involved in the community planning process and participating as a provider
- coordinating with public schools and other providers on transition procedures for children entering from Early Intervention and infant/toddler programs, entering kindergarten from preschool programs and in assessing needs and planning for full-school day kindergarten
- collaborating with schools and all other providers in assessing needs and planning after school programs

Program or service providers who seek to implement various aspects of the plan would submit their proposals to the community council. If the council approves, it negotiates agreement with providers for various services, then the plan would be sent to the state for approval. An appeals process is recommended for those who communities that fail to reach agreement.

Collaboration is a new way of doing business for many people and may therefore seem intimidating. It can, however, be a mechanism for preserving and improving existing programs in the community. Many collaborative efforts are

already taking place in many communities. Even where initial misgivings and problems existed, many have worked through these issues successfully.

B. Integrate early care and education at the state level

As more and more families make use of programs for the care and education of young children, the various programs designed to serve a particular segment of the parent or child population need to be transformed into a *system* of universally-accessible and high quality programs. The existing system requires that families try to match their needs and characteristics to the eligibility criteria of specific programs funded through different sources and at the same time deal with the lack of availability of funding and/or space in these programs. The need for creating a new structure for the coordination of early care and education services at the local and state levels is crucial to ensuring high quality care and education for young children. Such a system should also address the need for continuity of care for children, both within a child's day and between programs (infant and toddler care into preschool and preschool into kindergarten).

Recognizing the benefits of providing young children with a good start in the preschool and kindergarten years is only part of the challenge. The creation of a system of care and education will require joint planning, funding, training, standards, monitoring and evaluation. Currently parents constitute the largest source of income for early care and education and that will continue to be true. Integrating programs supported by parent tuition with publicly-funded aspects of early care and education programs already presents a challenge.

At the federal level, there are 31 different programs in 11 agencies that provide some kind of services to young children and families (U.S. Dept. of Labor, 1988). Programs developed at the state and local levels then add more layers of complexity. Programs and services in Massachusetts are administered by the Executive Office of Health and Human Services, Department of Social Services, Department of Transitional Assistance, Department of Public Health, Office for Children and the Department of Education. Overlapping regulations and eligibility requirements as well as gaps in services makes the system labyrinthine for parents and for providers as well. Over the long term (5 years), consolidation of all or most early care and education programs in one agency would decrease fragmentation and duplication, create more coherent policy and make the system more comprehensible to both families and professionals working in the system.

State Administration of an Early Care and Education System: There are several possible models of reorganizing a system of care and education at the state level. The options discussed included:

- the creation of a new agency for care and education, both a secretariat model and a board model have been discussed, both models have advisory councils
- the consolidation of existing early care and education functions into an existing agency or secretariat, with an advisory council
- attaching a board of early care and education to an existing agency

The functions the system needs to perform include:

- coordinating existing and new functions of the system
- developing a system for funding that is responsive to local needs, including developing RFP's for community plans, ensuring implementation of plans, and that builds local systems of care and education
- developing a set of uniform state standards across programs that are developmentally appropriate and inclusive of children with special needs and appropriate for children whose first language is not English
- developing and coordinating a comprehensive system of professional development that includes parent participation
- overseeing the centralized data management unit
- managing a certification system for early childhood practitioners that links certification across agencies and develops a training framework to ensure a common core of knowledge for all practitioners.
- developing and managing a system of registering trainers with a long term goal of certifying trainers.
- coordinating local and statewide plans
- reporting to and educating the legislature, relevant agencies and the public about quality early childhood care and parenting
- developing guidelines for compensation of early childhood practitioners in all programs, and promote adequate compensation and benefits
- assisting programs to achieve higher quality standards, such as accreditation, by promoting mentoring and public/private partnerships

- coordinating preschool programs with kindergarten and early elementary grades and school-age programs
- ongoing evaluation of the overall system
- program monitoring
- licensing and monitoring of licensing compliance should be administered by a separate entity (Office for Children) from the agency administering the program contracts.

The initial step to consolidating early care and education programs at the state level would be to create a Board of Early Care and Education, which would have some overlapping membership with the Board of Education. This Board would have seven members, two of whom would also be members of the Board of Education, the remaining five members would be appointed by the Governor and drawn from parents and the field of early care and education. The responsibilities of this Board would be to oversee policy, implement legislation and oversee the work of the Administrator of Early Care and Education in the Department of Education, and to coordinate early care and education with the public school system.

An Early Childhood Advisory Council to the Board of Early Care and Education would be an interagency group that would act in an advisory capacity and include consumers, providers and specialists in early care and education as well as representatives of state agencies and organizations involved in early care and education.

The Administrator of Early Care and Education would be hired jointly by the Board of Early Care and Education and the Commissioner of Education and would be responsible for overseeing those functions listed above that are not assigned to another agency.

The need for safeguards emerged in regard to several areas — fiscal accountability, ensuring accessibility for program providers, ensuring access for underserved and culturally and linguistically diverse families and ensuring quality. For fiscal accountability, the state agency administering contracts would be responsible for auditing contracts and ensuring the fiscal responsibility of contractors. To safeguard accessibility by a variety of program providers, the state would provide guidelines for community councils and the selection of subcontractors ensuring that the providers are representative of the community. The

Request for Proposals would include requirements for the composition of councils, a standard needs assessment and the array of services expected. Recommended methodology will address responsiveness to underserved and culturally and linguistically diverse populations.

Cost

Movement toward universal access requires thinking about who can and cannot afford early care and education, what proportion of families would take advantages of it if it were affordable and accessible. The highest numbers of those needing assistance would be families who make under 50% of the Statewide Median Family Income. An estimate of 92% of children in this income category was factored into the cost analysis, based on the numbers of children already receiving assistance and the supposition that Welfare Reform could lead to more low-income parents needing early care and education for their children in order to enter and remain in the work force. For other income groups, 40% of eligible families in each income group was factored into the cost analysis. The numbers of children needing care for these income groups was based on data collected from the National Child Care Survey, 1990. It might be expected that as early care and education becomes more accessible and affordable, usage will grow. In European countries that have offered universal programs for young children for some time, participation rates range up to 95% (Olmstead & Weikart, 1989).

The cost estimates developed for this report are based on the following:

- provision of universal *access* to half-day or full-day programs for 3 and 4 year olds
- implementation of a single sliding fee scale
- use of the Statewide Median Family Income, an average of families' (single person, single parent, family of four, etc.) income
- provision of subsidies for families earning up to 150% of the state median family income, providing assistance to families in the middle class. The income figures used, based on 1990 Census data, are: 1) up to 50% = $22,184; 2) 50 to 100% = $44,366; 3) 100 to 125% = $55,459; 4) 125 to 150% = $66,549.

- funding of existing early care and education programs held constant
- estimated per child costs were calculated at $8,000 for a full working day, full year program and $4,000 for a half-day program (Note: This is not an established rate or reimbursement, see Appendix C for further methodological information.)

The cost estimated *did not* take into account:

- differences in costs in different geographic areas of the state
- universal usage of early care and education for all families and for all families in different income groups (a certain percentage will not need or want it)
- full cost of special education for preschool-age children
- cost figures for families having more than one eligible child. This will be taken into account in the sliding fee scale, which is sensitive to number of family members.
- significant changes in the rate of poverty

Preschool: Estimated costs are based on assistance for families in four income groups. This plan provides options for funding based on serving children at the lower income levels first and then extending assistance to families with higher incomes. (Priority 1 would be funded first, Priority 2 second, etc.)

Kindergarten: In FY 95 the total number of children attending public school kindergarten was 69,925 (Dept. of Education data). Of this number 51,228 were attending half-day programs. The number attending full-day programs was 18,697. However, full-day numbers include both children attending public school full-day programs and children with special needs who may be attending two session or a half-day program and a resource room program. Thus, the number of children counted as full-day does not translate into an accurate count of full-day kindergarten programs. For the purposes of projecting costs of expanding full-day programs, the number 18,310 was used as an estimate of children currently in public full-day classrooms. The number in private programs could not be determined.

Based on the average of 23 students per kindergarten classroom, the number of half-day public school classrooms is calculated to be 2227. The number of full-day public school classrooms would be 796. The grant would extend to full day up to one quarter of the half-day public classrooms and enhance the quality of all existing full-day classrooms at the rate of $18,000 per classroom. Funds could also be used to enhance quality of some private full-day kindergarten programs.

State-level Coordination, Planning and Development and Technical Assistance: Costs for coordination (5%), planning and development and technical assistance (5%), including resource and referral and quality components of the plan, are factored into these estimates. To summarize:

Preschool: (3's and 4's)	Annualized Funds Needed	Cumulative Cost
1. To assist families with income under 50% of SMI ($22,184)	$ 68,856,522	$ 68,856,522
2. To assist families with income between 50% and 100% of SMI ($44,366)	$ 82,601,123	$151,457,645 (#1 + #2)
3. To assist families with income between 100 and 125% of SMI ($55,488)	$ 14,194,580	$165,652,225 (#1 + #2 + #3)
4. To assist families with income between 125% and 150% of SMI ($66,550)	$ 9,296,588	$174,948,813 (#1 + #2 + #3 + #4)
Kindergarten: (5's)		
Enhance full-day kindergarten	$ 24,354,000	$24,354,000

See Appendix F for fuller explanation of the preschool program cost estimates.

Implementation Plan

Major changes in the current system have been embedded in the recommendations already discussed. Implementing the recommendations will require an implementation plan that outlines steps to take over a period of time. In the meantime, some aspects of the plan could be implemented within the current structure with more collaboration among the agencies that administer early care and education programs. Other aspects of the plan will require more substantial change.

A. *Create the Board of Early Care and Education, the interagency advisory council and appoint the Administrator of Early Care and Education.* Technical assistance and planning grants that allow formation of councils, hiring of a coordinator and conducting of a needs assessment would be provided. The Board would develop the Request for Proposals stating the elements that must be in the community plans. (Timeline: Year 1)

B. *Initiate and implement the data management system through the resource and referral agencies and through the centralized data management unit.* (Timeline: start in Year 1, fully implement by end of Year 3)

C. *In response to planning grants, communities convene councils and hire coordinators and then respond to the RFP for community plans.* (Timeline: Start in Year 1; fully implemented statewide by end of Year 6)

D. *Create a coordinated system of licensing, certification and accreditation.* (Timeline: licensing: Years 1 –3; certification: Years 1 – 6; unified state standards and accreditation (Years 1 – 6) (See Appendix E for further ideas on implementation of this portion of the plan.)

E. *Establish a uniform, statewide kindergarten entry age — children must be 5 years old on or before September 1.* (Timeline: Phased in, Years 1 – 5)

Implementation of this recommendation would result in less fragmentation across the Commonwealth and, as a result, help both families and communities.

Massachusetts is one of only six states without a uniform date. This inconsistency leads to difficulties for families who move from one town to another and inconsistencies across school districts in regard to exceptions and other policies around school entry. This date was chosen on the basis of national and local trends within Massachusetts and would cause the least disruption to the least number of communities (as of winter of 1992, 64% of Massachusetts communities had a kindergarten entry date of 8/31–9/1).

F. *Implement grant program to expand the number and quality of full-school day kindergarten programs.* (Timeline: Implement beginning in Year 1, increasing by one-fifth in each of five years)

G. *Examine existing programs for family outreach and support; review program design and evaluation results and develop strategies and costs for implementing a system of family outreach and education for families of children three to five.* (Timeline: Year 2)

H. *Develop a plan for increasing communication and interactions between state and local programs and families* (Timeline: Year 1 – 6)

I. *Develop a plan for gradual integration of existing early childhood funds/programs into this program.* There should be a target date or schedule set for reassignment of funds. (Timeline: Years 1 – 6)

Funding:

The suggested formula for implementing the steps above is based on the costs estimated in the Cost section and on full implementation within six years. Costs for the preschool portion include funds for administration (5%) and planning and development (5%). This formula will allow gradual expansion of the system in a manageable way is based on an increase of funding extended over six years:

	Preschool:*	Kindergarten:	Total*
Year 1 (97)	$ 29,158,000	$ 4,059,000	$ 33,217,000
Year 2 (98)	$ 58,316,000	$ 8,118,000	$ 66,434,000
Year 3 (99)	$ 87,474,000	$12,177,000	$ 99,651,000
Year 4 (00)	$116,632,000	$16,236,000	$132,868,000
Year 5 (01)	$145,790,000	$20,295,000	$166,085,000
Year 6 (02)	$174,948,000	$24,354,000	$199,302,000

*Based on FY 95 funds; may be reduced by $10 million when using FY 96 as the base year.

By the sixth year of implementation, all communities in the Commonwealth will be involved in the program and the state will have developed a comprehensive, high-quality, early care and education system.

Conclusion

A less fragmented and better funded system of early care and education would increase access to quality care and education for families and pave the way towards a more consistent level of quality of early care and education for the children of Massachusetts. According to The American Academy of Pediatrics' (1994) recent report on the integration of health and human services, "a shared vision and common goals" among families, providers and agencies is crucial for assuring effective services for families and children. Bringing together various agencies, organizations and individuals committed to care and education to serve on the Special Commission on Early Childhood has set the stage for increased communication and planning for a future that will secure the benefits of improved early care and education for all young children of the Commonwealth and their families.

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APPENDIX A

Excerpt from Chapter 71 of the Acts of 1993 (as amended by Chapter 151 and Chapter 110 of the Acts of 1993

SECTION 70: There is hereby established a special commission to develop a plan to provide pre-kindergarten children ages three to four the opportunity to participate in a developmentally appropriate early childhood education program. Said commission shall include in its considerations existing programs such as public and private early childhood and head start programs. The minimum goal of said plan shall be to provide such opportunity to every child who satisfies the state eligibility standard at no cost to the child's family. The commission shall also consider in its deliberations (i) methods of providing every child in the commonwealth access to such opportunities and the feasibility and advisability of charging the families of "non-low income" children a reasonable tuition for enrollment in the program, provided, however sliding scale or other income based considerations shall be incorporated in any tuition available plan, (ii) methods of contracting with private early childhood providers including head start programs for services contemplated by this section, (iii) methods to provide statewide outreach to parents of pre-kindergarten children to assist them in providing quality learning opportunities for their own children in the home as well as assisting parents to complete their own education (iv) explore the feasibility of providing school districts with the option of implementing a full day kindergarten (v) requiring that teachers in such programs be certified, provided however that the commission shall give full consideration to the CDA and OFC certification requirements currently in place. Said commission shall include in its final and any interim reports the costs associated with implementation of its recommendations and the funding sources used to meet such costs as well as any recommendation on other funding mechanism for funding early childhood education in the commonwealth.

The members of the commission shall include a member of the house of representatives appointed by the speaker, a member of the senate appointed by the president of the senate, and the following members appointed by the governor: a representative from the executive office of human services, a representative of the board of education or secretary of education, a representative of the office for children, a representative of the department of public welfare, a representative of the department of social services, a head start director as recommended by the Massachusetts Head Start Directors Association, a representative of private day care providers as recommended by the Massachusetts Association of Day Care Agencies, a head start

parent as recommended by the Massachusetts Head Start Association, a parent with a child in private day care as recommended by Parents United for Child Care, a member representing the YMCA's, a member representing the Massachusetts Independent Child Care Organization, an early childhood teacher; provided, however, that said teacher shall be CDA certified. The commission shall elect co-chairpersons from among its members and shall file its final plan with the clerks of the house and senate no later than April thirtieth, nineteen hundred and ninety-four. The joint committee on education, arts and the humanities shall review said plan no later than May thirtieth, nineteen hundred and ninety-four; provided, however, that any changes to said plan shall be made in conjunction with the members of the commission; and, provided, further, that the commissioner of education shall make available staff and administrative resources to the commission. Said plan shall be implemented by July first, nineteen hundred and ninety-five. The minimum goals shall be accomplished on or before July first, nineteen hundred and ninety-seven.

APPENDIX B

Sliding Fee Scale: Projections for Three and Four Year Olds

1. Projections are provided for discussion purposes only. Scale is based on the Commonwealth of Massachusetts Subsidized Child Care Sliding Fee Scale.
2. Assumptions used in these projections:

   $22,184 = 50% of State Median Income (SMI)

   $44,367 = 100% of SMI

   $55,459 = 125% of SMI

3. Projections are roughly based on the percentage of family income allocated to child care costs in use by DSS.
4. Cost of care: Preschool: full-time, $8,000/year ($154/week); part-time, $4,000/year ($77/week); 52 weeks

Income Ranges		Parent fee as a % of cost		Parent fee as a % of income		Parent weekly fee	
		preschool care	part-time preschool	preschool care	part-time preschool	preschool care	part-time preschool
$22,184	24,583	26%	26%	8.9%	4.5%	$ 40	$20
$24,584	26,982	33%	33%	10.2%	5.1%	$ 51	$25
$26,983	29,381	40%	40%	11.4%	5.7%	$ 62	$31
$29,382	31,780	47%	47%	12.3%	6.2%	$ 72	$36
$31,781	34,179	56%	56%	13.5%	6.8%	$ 86	$43
$34,180	36,578	64%	64%	14.4%	7.2%	$ 98	$49
$36,579	38,977	68%	68%	14.4%	7.2%	$105	$52
$38,978	41,376	72%	72%	14.4%	7.2%	$111	$56
$41,377	43,775	77%	77%	14.4%	7.2%	$118	$59
$43,776	46,174	81%	81%	14.4%	7.2%	$125	$62
$46,175	48,578	85%	85%	14.4%	7.2%	$131	$66
$48,579	50,972	90%	90%	14.4%	7.2%	$138	$69
$50,973	53,371	94%	94%	14.4%	7.2%	$144	$72
$53,372	55,700	98%	98%	14.4%	7.2%	$151	$76

Prepared by Mills and Pardee, Inc. 2/16/95 for the Special Commission on Early Childhood.

APPENDIX B (CONTINUED)

Analysis of DSS Sliding Fee Scale and Parent Income Allocated to Child Care Expenses

Based on the Commonwealth of Massachusetts Subsidized Child Care Sliding Fee Scale. Monthly income figures are annualized for use in this analysis.

- Income levels are based on a family of four.
- Parents pay a variable percentage of income for care, based on income.
- The percentage of income that families pay for care rises with income from Step III to Step XIII.
- All parents pay some fee.

Level	Annual Income Ranges	Parent Fee as a Percentage of Annual Income	Parent Weekly Fee	Parent Annual Fee
I	$0 — $ 3,599	2.9%	$ 1.00	$ 50
II	$3,600 — $ 7,199	1.4%	$ 1.50	$ 75
III	$7,200 — $10,799	1.2%	$ 2.00	$ 100
IV	$10,800 — $14,399	3.7%	$ 9.00	$ 450
V	$14,400 — $17,999	5.8%	$ 18.00	$ 900
VI	$18,000 — $21,599	7.4%	$ 28.00	$1,400
VII	$21,600 — $25,199	8.9%	$ 40.00	$2,000
VIII	$25,200 — $27,599	10.2%	$ 52.00	$2,600
IX	$27,600 — $29,999	11.4%	$ 63.00	$3,150
X	$30,000 — $32,399	12.3%	$ 74.00	$3,700
XI	$32,400 — $34,799	13.5%	$ 87.00	$4,350
XII	$34,800 — $37,199	14.4%	$100.00	$5,000
XIII	$37,200 — $39,599	15.4%	$114.00	$5,700
XIV	$39,600 — $53,999	12.7%	$114.00	$5,700

APPENDIX C

Supporting Research and Methodology Used to Develop Proposals

Sources of Projections of Utilization

The United States Bureau of Labor Statistics reports that from 1968 to 1988 the proportion of American children with mothers in the labor force rose from 39 to 60% (Hofferth, Brayfield, Deich, & Holcomb, 1991). Hofferth and Phillips (1987) anticipated that by 1995 two-thirds of the nation's preschoolers will have mothers who are employed. Indeed, it is projected that by the year 2000 the proportion of children living in dual-earner-one-parent families could exceed 80% (Hernandez, 1993).

The National Child Care Survey, 1990, a report analyzing child care and preschool enrollments in the United States in the 1990s, supplied much of the basis for the development of the four proposals. In addition, the anticipation of continued welfare reform that could require mothers of preschool children to seek employment shaped the development of Proposal A. This proposal would help support 92% of children whose families earn up to 50% of the Standard Median Income. The National Child Care Survey, 1990 supplied the following statistical information:

Preschool-Aged Children with an employed mother:

30%– Cared for by parent
26%– Center based care
19%– Family child care
18%– Cared for by relatives
4%– In-home provider
3%– Other

The four priorities were developed using 45% of preschool children in out-of-home care: 26% center based care and 19% family child care. For priority 1, 45% of the number of children not in preschool programs was used to calculate the number of children needing care. For priorities 2–4 67% of the preschool population was estimated to have working mothers; of this number of preschool children with working mothers, 45% were assumed to need preschool programs in either a center-based program or a family child care program. Almost 15% of preschool children of nonemployed mothers are in center based care with only a small proportion of preschool children of nonemployed mothers in family child care.

The figure of 30% of preschool children with nonemployed mothers would be likely to use either center based care or family child care was used for the proposals. This assumption is based on the projection that in the future more families will seek preschool services and that more mothers will be entering the work force either full or part-time.

Sliding fee scale revenues were developed by using and extending the Commonwealth of Massachusetts Subsidized Child Care Sliding Fee Scale. An average rate in each income group was calculated for both full-time and half-time fees.

The Department of Education supplied the following statistical information for the development of Priority 1:

Number of low-income children (FY94) in half-day programs:

Head Start	11,930
Community Partnerships	6,400
Chapter 1	2,400
Total:	20,730

The Department of Public Health and MISERS supplied the following statistical information:

The projected 3 and 4 year old population for 1995–96 is 175,378. (For 1996–97 the projected preschool population is 173,445 and for 1997–98, 171,537.) These numbers do not take infant mortality or migration in and out of the state into consideration.

Data to project the number of children in each families' income category was derived from 1990 MISERS data of the percentages of families in each of the four Standard Median Income groups. The numbers derived are based on the assumption that the rate of poverty has not changed dramatically since 1990.

Sources of Per Child Cost Estimates

EOHHS Market Rate Survey for Child Care (1994) The Executive Office of Health and Human Services (EOHHS) conducted a survey of child care providers in the 13 Child Care Resource and Referral regions. The survey examined subsidized and private fee rates. It revealed a statewide average yearly rate for center-based preschool child care of $6240. For family child care the statewide average was $5,980 (see next page for Market Rate Survey Data on preschool and family child care rates.)

The market rate survey was conducted to establish maximum rate ceilings not to exceed the 75th percentile cost of care. These rates have been frozen since the late 1980s. EOHHS recognizes its need to restructure reimbursement rates and is working to redress problems caused by rate freezes and inadequate cost information by geographic and type of care.

The Early Childhood Commission is looking toward the future with this report. Therefore, the projections are based on 1995 cost of care as detailed below.

The Administration for Children and Families, the Department of Social Services and the Child Care Resource Center in Cambridge supplied the following information for the cost of center-based and family child care preschool programs (full-day/full-year):

$8,300	Head Start program with family services
$7,200	Center-based preschool program
$8,200	Family child care for preschool child

Also used were figures supplied by the **U.S. General Accounting Office** (U.S. GAO, 1990) on the cost of high quality child care in the Northeast to from 1988 dollars to 1993 dollars. A subindex of the Consumer Price Index (the Service Index minus the cost of medical services) was used to convert 1988 dollars to 1993 dollars. Cost of child care in an accredited center in the Northeast: FY 88 — $5,608; Dec., '93 — $7,020

Based on these cost figures, the four proposals were developed using an average cost of $8,000 for a full-day full-year program and $4,000 for a half-day half-year program.

Methodology used for estimating ongoing grant program for full-day kindergarten:

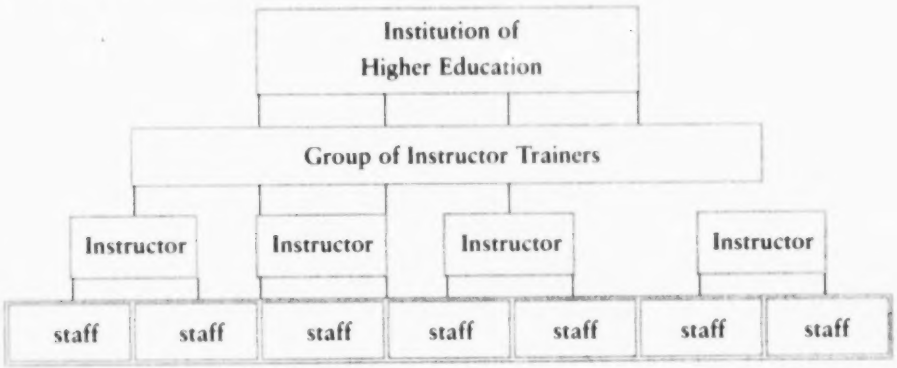
In FY 95 the total number of children attending public school kindergarten was 69,925. Of this number 51,228 were attending half-day programs. The number attending full-day programs was 18,697. However, the full-day number includes both children attending full-day programs and children with special needs who may be attending two session or a half-day program and a resource room program. Thus, the number children counted as full-day does not translate into an accurate count of full-day kindergarten programs. For the purposes of projecting costs of expanding full-day programs, the number 18,310 was used as an estimate of children currently in full-day classrooms.

Based on the average of 23 students per kindergarten classroom (according to Department of Education data), the number of half-day public school classrooms is calculated to be 2227. The number of full-day public school classrooms would be 796. The grant would fund expansion to a full day for one quarter of the half-day classroom and enhancement of all of the existing full-day classrooms at the rate of $18,000 per classroom.

Cost of grant per kindergarten classroom:	$ 18,000
Number of half-day classrooms to receive grant:	557
Number of full day classrooms to receive grant:	796
TOTAL cost of grant program:	**$24,354,000/year**

APPENDIX D

A. Trainer of Trainers Institute



B. Implementation of Licensing, Certification and Accreditation Recommendations

1. Create planning and policy making body responsible for implementation of professional development system.	a) Identify agencies/organizations, parents representing early care and education field b) Define guiding principles, mission, ensure this body is accessible
2. Certify all early childhood care/education practitioners	a) Create a certification unit that consolidates/ collaborates with all certifying bodies b) Create a central personnel registry c) Develop a business plan for implementation d) Ensure that revisions to certification develop interrelated credentials as career development, including a new certificate in family support and family education
3. Create a centralized computer training database	a) Establish a task force to work with OFC in developing and connecting this to centralized data management unit. Ensure input from all agencies, accessibility to all, linkage to certification and scholarship availability
4. Develop a system that bridges informal and formal training for early childhood professionals	a) Meet with Child Care Careers Institute b) Establish a task force through Higher Education Coordinating Council to create a model of training that will improve continuity in higher education c) Create a Train the Trainers Institute to train, certify and evaluate trainers and mentors. Trainers would train family/ center-based providers & do parent workshops.

APPENDIX E

Current Funding of Preschool Programs–FY 95

Program	Federal	State
Head Start	$55,000,000	$ 6,800,000
Public Schools		
Community Partnerships		$12,900,000
Title I/Preschool	$ Not available	
Special Education*	$ 4,800,000	
Child Care (FY 95 Annualized)**		$80,000,000
(Combines several programs)		

* Preschool portion; this estimate omits 5 year olds and state administration and planning and development funds allocated through federal legislation.

** Estimate of the preschool portion only

Principal Programs for Preschool Children and Administering Agencies

- Head Start programs are administered by the regional Administration for Children and Families office.
- Community Partnerships for Children is administered by the MA Department of Education
- Title I preschool programs are administered by the MA Department of Education
- Early Childhood Special Education funds are administered by the MA Department of Education
- Child care vouchers are administered by the Department of Transitional Assistance
- Child care contracts are administered by the Department of Social Services
- The Child Care Development Block Grant is administered by the Executive Office of Human Services
- Office for Children licenses private child care programs and Head Start programs

APPENDIX F *Preschool Program Cost Proposals*

Proposal A - 50% SMI

Proposal A: Increases subsidies to preschool children with family incomes up to 50% SMI.
Currently, 79% of children from families in this income range attend some publicly-supported program. Proposal A would raise that to 92%. This proposal is based on the assumption that most families with incomes up to 50% SMI would seek child care. Of the children not in programs approximately 26% would need full-day center-based programs and 19% would need family child care for a total of 4,066. Of the remaining children, approximately 30% would be in center-based half-day programs (1,491). In addition, 45% of children in existing half-day programs (20,730) would need full-day programs (9,330).

Current Enrollment Estimates:	
# 3 & 4 year olds up to 50% SMI	43,143
Estimated # now in programs for low-income preschoolers (20,730 in half-day programs) (13,378 in full-day programs)	34,108
Estimated # not in programs	9,035
Projected Increases in Enrollment:	
4,066 @ $8000	$32,528,000
1,491 @ $4000	5,964,000
9,330 @ 4,000	37,320,000
Estimated subtotal	75,812,000
10% for planning and development/administration	7,581,200
Total estimated program costs	83,393,200
Estimated sliding fee revenues	(14,536,678)
Net estimated cost	68,856,522
Cost of Proposal A	68,856,522

Proposal B - 100% SMI

Proposal B (builds on Proposal A): Provides subsidies for 40% of preschool children whose families' incomes range from 50% to 100% SMI.
This proposal is based on the assumption that approximately 67% of families with incomes between 50 and 100% of SMI have a mother in the work force. Approximately 26% of their children would need full-day center-based programs and 19% would need family child care for a total of 17,661. Of the remaining children (19,330) who do not have a mother in the work force, approximately 30% would be in center based half-day programs (5,799).

# 3 & 4 year olds at 50-100% SMI	58,576
17,661 @ $8000	$141,288,000
5,799 @ $4000	23,196,000
Estimated subtotal	164,484,000
10% for planning and development/administration	16,448,400
Total estimated program costs	180,932,400
Estimated sliding fee revenues	(98,331,277)
Net estimated cost	**82,601,123**
Cost of Proposal A	68,856,522
Cost of Proposal B	82,601,123
Cost of Proposals A-B	151,457,645

Proposal C - 125% SMI

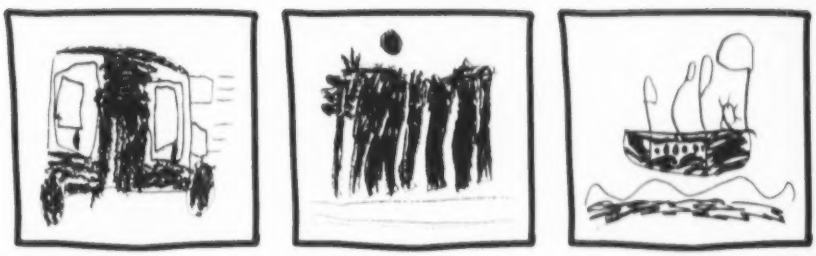
Proposal C (builds on Proposals A and B): Provides subsidies for 40% of preschool children whose families' incomes range from 100% to 125% SMI.
This proposal is based on the assumption that approximately 67% of families with incomes between 100 and 125% SMI have a mother in the work force. Approximately 26% of their children would need full-day center-based programs and 19% would need family child care for a total of 7,508. Of the remaining children (8,218) who do not have a mother in the work force, approximately 30% would be in center based half-day programs (2,465).

# 3 & 4 year olds at 100-125% SMI	24,904
7,508 @ $8000	$60,064,000
2,465 @ $4000	9,860,000
Estimated subtotal	69,924,000
10% for planning and development/administration	6,992,400
Total estimated program costs	76,916,400
Estimated sliding fee revenues	(62,721,820)
Net estimated cost	**14,194,580**
Cost of Proposal A	68,856,522
Cost of Proposal B	66,317,207
Cost of Proposal C	14,194,580
Cost of Proposals A-C	165,652,225

Proposal D - 150% SMI

Proposal D (builds on Proposals A, B, and C): Provides subsidies for 40% of preschool children whose families' incomes range from 125% to 150% SMI.
This proposal is based on maintaining the sliding fee scale at the same fee schedule as for families earning the maximum in the 125% SMI range. For this proposal approximately 67% of families with incomes between 125 and 150% SMI have a mother in the work force. Approximately 26% of their children would need full-day center-based programs and 19% would need family child care for a total of 4,917. Of the remaining children (5,383) who do not have a mother in the work force, approximately 30% would be in center based half-day programs (1,615).

# 3 & 4 year olds at 125-150% SMI	16,310
4,917 @ $8000	$39,336,000
1,615 @ $4000	6,460,000
Estimated subtotal	45,796,000
10% for planning and development/administration	4,579,600
Total estimated program costs	50,375,600
Estimated sliding fee revenues	(41,079,012)
Net estimated cost	**9,296,588**
Cost of Proposal A	68,856,522
Cost of Proposal B	82,601,123
Cost of Proposal C	14,194,580
Cost of Proposal D	9,296,588
Cost of Proposals A-D	174,948,813



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